

---

**FINAL RECOMMENDATION REPORT**  
**SELECTION RECOMMENDATION COMMITTEE**  
**7 DECEMBER 2009**

**Introduction**

The Department used a two-phase procurement process to select a design-builder for the I-15 Utah County Corridor Expansion (I-15 CORE) Project. As part of the first phase, the Department short-listed Timpanogos Transportation Constructors (TTC), Flatiron/Skanska/Zachry (FSZ) and Provo River Constructors (PRC) based on their Statements of Qualifications in response to the Department's Request for Qualifications dated April 16, 2009 (as amended). The Department issued a Request for Proposals (RFP) on June 16, 2009 (as amended) to each short-listed proposer, as part of the second phase.

The RFP provides that the Department will award a design-build contract (if any) to the proposer offering the best value, through a fixed-price, best-design procurement approach.

On November 19, 2009 each short-listed proposer delivered a proposal to the I-15 CORE project office. The next day the Evaluation Teams began reviewing the information and spent approximately 12,000 collective hours reviewing and evaluating the proposals. At the same time, the members of the Selection Recommendation Committee (SRC) began an independent review of the proposals. Clarifying questions were asked by I-15 CORE team of the proposers in order to ensure a fair and complete evaluation of all proposals.

In accordance with the Instructions to Proposers and the Evaluation Manual, the following pass/fail elements of the proposals were evaluated:

- Section 1: General Information
- Section 2: Technical Elements
- Section 4: Administrative Elements
- Section 5: Price Allocation

Each proposer received a "pass" score.

Also in accordance with the Instructions to Proposers and the Evaluation Manual, the Technical Elements (Section 3 of the proposals) were evaluated with reference to the following evaluation categories:

- Project Definition (60 points)
- Maintenance of Traffic (20 points)
- Schedule (20 points)

Within each of these categories, the evaluation criteria were grouped by their relative significance of High, Medium or Low.

On December 1<sup>st</sup> and 2<sup>nd</sup>, the SRC received presentations from three Evaluation Teams providing information from the proposals for Project Definition, Maintenance of Traffic and Schedule. At the end of each presentation, the Evaluation Team provided a team report and recommended ratings of Exceptional, Very Good, Good, or Acceptable associated with project technical elements grouped by their relative significance of High, Medium, or Low.

The SRC convened December 2<sup>nd</sup> through December 5<sup>th</sup> performing an in depth analysis of all three proposals and Evaluation Team recommendations. This was done in order to establish the final ratings, assign scores within the determined rating ranges, and assemble the final recommendation report. On December 3<sup>rd</sup> the SRC requested additional detailed information from the Evaluation Teams.

The SRC generally concurred with the recommendations provided by the Evaluation Teams. Key factors that were considered in establishing the ratings and assigning scores are outlined below.

### **Project Definition**

As a general note, the SRC observed that the Evaluation Team placed a strong emphasis on the benefits provided by the FSZ interchange proposal at University Parkway in all project definition areas. The SRC acknowledged the superior value provided by this interchange concept. However, the SRC felt that in the evaluation of the ability of this concept to meet or exceed the Project goals, values, and requirements, the Evaluation Team placed a disproportionate emphasis on the value of this single interchange to the I-15 corridor.

### **High Criteria Elements:**

In general the SRC agreed with the Evaluation Team's order of ranking of the proposals.

Scoring considerations include:

- The SRC felt that all three teams submitted Exceptional proposals in that they provided proposals that added or improved a significant number of I-15 lane and shoulder miles, reconstructed or improved a significant number of interchanges, improved operational metrics of mainline at and between interchanges, and provided effective transitions to existing facilities. Therefore, the SRC established the ratings for all three teams as Exceptional, which differed from the Evaluation Team recommendation of Exceptional for PRC and FSZ and Very Good for TTC.
- FSZ's overall extent of project scope (north and south) and operational improvements on mainline and at interchanges provided a solution that met or exceeded project goals, values, and requirements at an exceptional level. The significant operational improvements at the University Parkway/Sandhill Road Interchange (LOS D 2030) and at other interchanges were highly valued by the SRC. The FSZ team also provided a high number (42) of sections of mainline that performed at a LOS C, or better in 2030. The HOV ramps proposed were also valued as potential operational improvements to I-15. However, these HOV ramps have not received necessary third party approvals.
- PRC's overall extent of project scope (north and south) and operational improvements on mainline and at interchanges provided a solution that met or exceeded project goals, values, and requirements at an exceptional level. The extension of three mainline

lanes south of Spanish Fork Main Street was deemed to have value now and in the future by the SRC. The PRC team also provided a high number (46) of sections of mainline that performed at a LOS C, or better in 2030. The interchange solutions proposed by PRC provided significant operational improvements.

- TTC's extent of project scope (north and south) and operational improvements on mainline and at interchanges provided a solution that met or exceeded project goals, values, and requirements at an exceptional level. The TTC team provided a significant number (40) of sections of mainline that performed at LOS C, or better in 2030. However, operational improvements were limited by the narrowed section of mainline proposed between Provo Center Street and University Avenue. Interchange solutions proposed by TTC provided a high level of service. Overall, the SRC believed the scope proposed by TTC met or exceeded our project goals and values at a higher level than recommended by the Evaluation Team.
- Two of the teams, PRC and FSZ, provided nearly all of the roadway elements contained in the FEIS within the defined limits. As a result, the operational metrics for mainline and the interchanges are exceptional. These teams were scored very high in the Exceptional range. The SRC determined the separation between these two proposers was not as significant as recommended by the Evaluation Team for the following reasons:
  - The SRC acknowledged the FSZ proposal at University Parkway interchange as a superior benefit as identified by the Evaluation Team. However, the SRC felt that in the overall operation of I-15 from Lehi to Spanish Fork a disproportionate emphasis was placed on the value of this single interchange in relation to the overall project goals.
  - The Evaluation Team believed the solution FSZ provided at Provo Center Street interchange was better than the proposal PRC provided. However, the SRC believed the strength of free flow movements provided by the PRC solution was more significant than the value assigned by the Evaluation Team. Therefore, the SRC believed these Provo Center Street interchange solutions were equal.
  - The PRC proposal provided the highest number of mainline sections (46) at LOS C or better in 2030 vs. 42 sections provided by FSZ.
  - The PRC proposal provided the most lane miles. (266 miles PRC vs. 259 Miles FSZ)
  - The auxiliary lane that FSZ proposed between 1600 North and Pleasant Grove northbound resulted in mainline level of service improving from LOS D to C. However, PRC proposed an auxiliary lane southbound between Lehi and American Fork which improved mainline level of service from LOS D to C. Further, PRC proposed adding a general purpose lane northbound between North Springville interchange and University Avenue interchange. This general purpose lane also improved mainline level of service.

#### Medium Criteria Elements:

In general the SRC agreed with the Evaluation Team's recommendation, with the following exception:

- The SRC disagreed with the ranking of the FSZ and PRC teams in this category.

Scoring considerations include:

- PRC proposed a 40 year pavement solution. The SRC placed a greater value on this significant strength than the Evaluation Team. This is an investment that adds tremendous benefit directly to the I-15 mainline facility. The 30 year pavement specifications within the RFP required designing the pavement to carry 63.6 million ESAL's. The PRC proposed pavement was designed to carry approximately 95 million ESAL's. The extensive deployment of ATMS improvements to arterials was also valued by the SRC due to improved operations of mainline and interchanges after project construction. PRC also proposed a 500 West grade separation that reconnects Provo communities and fulfills an EIS commitment.
- FSZ proposed a 30 year pavement solution for the corridor. FSZ provided off I-15 corridor improvements to Geneva Road as part of their MOT strategy. The 7 lane bridge over the railroad and intersection improvements on Geneva Road will remain as a permanent long term benefits to regional mobility. These off corridor improvements were valued by the SRC, but not to the level of corridor wide pavement improvements. Benefits of the Geneva Road improvements were considered primarily as part of the FSZ MOT strategy. FSZ also proposed a 500 West grade separation that reconnects Provo communities and fulfills an EIS commitment. FSZ improved 26 intersections within the corridor area which is somewhat higher than the other proposers.
- TTC proposed 30 year concrete pavement in the UIC, and a 20 year flexible pavement south of Provo Center Street. They also proposed asphalt ramps within the UIC. They provided some minor operational improvements in the corridor.

#### Low Criteria Elements:

The SRC agreed with the Evaluation Team recommendation and has scored accordingly.

Scoring considerations include:

- SPUI's proposed by PRC at Orem 800 North and Center Street interchanges provide reserve capacity. The SRC valued these interchanges as providing good value beyond the design year.
- The 5 year project warranty proposed by PRC provided good value to the project.
- The PRC proposal to raise the I-15 mainline profile to the floodplain elevation between University Avenue interchange and SR-75 interchange is a significant benefit to reduce future flooding concerns.

#### **Schedule**

#### High Criteria Elements:

In general the SRC agreed with the Evaluation Team's order of ranking of the proposals.

Scoring considerations include:

- PRC was rated as Very Good by the evaluation team. The SRC disagreed with this rating, because PRC proposed a schedule that completed the project nearly 2 years earlier than required. We believed this commitment strongly met or exceeded the project goals, values, and requirements. The SRC placed a greater value on this significant strength than the Evaluation Team. The SRC established a rating of Exceptional for PRC.
- The Evaluation Team identified minor weaknesses for the PRC team that are risk items. The SRC believes the Evaluation Team overemphasized these risk items because contractually they are the responsibility of the contractor.
- FSZ's proposal provided a schedule that was the most efficient of the proposers. It provided the least amount of construction time per mile and completed useable segments that provided early value to the traveling public.

#### Medium Criteria Elements:

The SRC agreed with the Evaluation Team recommendation and has scored accordingly.

#### Low Criteria Elements:

The SRC agreed with the Evaluation Team recommendation and has scored accordingly.

#### **Maintenance of Traffic**

#### High Criteria Elements:

The SRC agreed with the Evaluation Team recommendation and has scored accordingly.

Scoring considerations include:

- PRC's proposal significantly exceeded project requirements in regard to commitments provided in Form F to keep I-15 mainline lanes, ramps, and cross streets open to the public. They proposed to use only 37.3% of the allowed ramp full closures, and only 80% of the allowed full closures for interchange cross streets. Their proposed mainline partial closures are approximately 1/3 the magnitude of the other proposers.

#### Medium Criteria Elements:

In general the SRC agreed with the Evaluation Team's recommendation, with the following exception:

- The SRC determined the information provided in the strengths and weaknesses supported a rating of Very Good for PRC, which differed from the Evaluation Team recommendation of Good. The following strengths were identified by the SRC as being significant:
  - PRC'S phasing minimizes closures (both full and partial) to on and off-ramps. This is a logical approach to ramp access, because it allows traffic to make the best use of the added (over the requirements) capacity on mainline I-15.

- PRC's phasing in the Provo S-Curves is staged to maintain 3 lanes in each direction in phases 1 and 2.

These two significant strengths were offset by only minor weaknesses.

Low Criteria Elements:

The SRC agrees with the Evaluation Team recommendations for the FSZ and TTC proposals and has scored accordingly. However, justification was not given in the Evaluation Team's letter for the Exceptional rating given to the PRC proposal. The SRC reviewed the strengths and weaknesses identified by the Evaluation Team, and the SRC determined the weaknesses were very limited and were significantly outweighed by significant strengths. Therefore, an Exceptional rating was warranted.

**Conclusion**

Three excellent proposals were submitted for the I-15 CORE Project. The SRC has carefully reviewed the Evaluation Team reports and the proposals. While the relative scores are close we are confident that the PRC proposal best meets or exceeds the goals, values and requirements of the Department for the I-15 CORE Project. While the PRC proposal did not receive the highest scores in the areas of Project Definition and Schedule, that slight difference is outweighed by the exceptional attention to maintenance of traffic during construction.

For the reasons discussed above, it is the recommendation of the SRC that the I-15 CORE Project be awarded to PRC.



Dal Hawks, SRC Chair



Todd Jensen, SRC Member



Dave Nazare, SRC Member



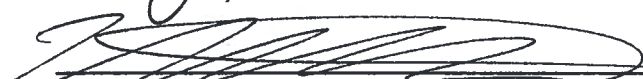
Merrell Jolley, SRC Member



Tracy Conti, SRC Member



Max Ditlevsen, SRC Member



Robert Stewart, SRC Member